

For discussion
on 16 June 2021

PWSC(2021-22)22

ITEM FOR PUBLIC WORKS SUBCOMMITTEE OF FINANCE COMMITTEE

HEAD 703 – BUILDINGS

Quarters – Internal Security

73JA – Redevelopment of Western Police Married Quarters site

Members are invited to recommend to the Finance Committee the upgrading of **73JA** to Category A at an estimated cost of \$2,020.0 million in money-of-the-day prices for the redevelopment of Western Police Married Quarters site.

PROBLEM

The proposed works aims to redevelop the Western Police Married Quarters site in order to fully utilise the development potential of the site as well as alleviate the shortfall of departmental quarters (DQs) for married junior police officers (JPOs) in the Hong Kong Police Force (HKPF).

PROPOSAL

2. The Director of Architectural Services, with the support of the Secretary for Security, proposes to upgrade **73JA** to Category A at an estimated cost of \$2,020.0 million in money-of-the-day (MOD) prices for the redevelopment of Western Police Married Quarters site.

/PROJECT

PROJECT SCOPE AND NATURE

3. The proposed site occupies an area of 3 672 square metres (m²) and is abutting on Des Voeux Road West, Western Street and Queen's Road West. The project site falls within an area zoned "Government, Institution or Community (G/IC)" on the Approved Sai Ying Pun & Sheung Wan Outline Zoning Plan No. S/H3/34. The project is an in-situ redevelopment of HKPF's site at the Western Police Station (WPS). The project is expected to attain a maximum plot ratio of 12.82 in order to fully utilise the development potential of the site. The proposed scope of the project comprises –

- (a) the demolition of the vacant Western JPO Married Quarters block and the existing Inspectorate Quarters block;
- (b) the temporary reprovisioning of facilities of WPS during construction, including: -
 - (i) temporary relocation of the police station facilities now situated at the existing Inspectorate Quarters block to the main building of WPS to meet its operational needs; and
 - (ii) provision of a temporary reprovisioning structure at the Aberdeen Police Station (APS) to accommodate some of the affected offices in WPS;
- (c) the construction of three 28 to 29-storey JPO married quarters blocks, offering a total of 540 units including 84 F-grade and 456 G-grade DQ units¹;
- (d) the provision of parking spaces and ancillary facilities, including –
 - (i) a management office;

/(ii)

¹ Government quarters are graded according to size, location, view, environment and facilities etc. Each proposed F-grade and G-grade DQs units is around 70 m² and around 55m² respectively.

- (ii) amenity and communal areas, including a multi-purpose room and outdoor recreational facilities; and
 - (iii) 71 covered private car parking spaces, six motorcycle parking spaces and three loading/unloading spaces;
- (e) the provision of 21 covered carpark spaces and 2 loading/unloading spaces for police operational vehicles;
- (f) the reprovisioning of the police station facilities including changing rooms, a night duty room and a fitness room at podium and basement of the project and reinstatement of the places affected by the works; and
- (g) the provision of Police Public Relations Branch (PPRB) offices and relevant supporting facilities including two loading/unloading spaces at the podium and basement of the project.

4. A location and site plan, a sectional drawing and a barrier-free access plan for the project are at **Enclosures 1 to 3** respectively. We plan to commence the proposed works upon obtaining funding approval from the Finance Committee for target completion in around seven years.

JUSTIFICATION

5. Constructed in the 1950s, the Western Police Station compound in the Western District comprises WPS, Inspectorate Quarters block, Western JPO Married Quarters block, carpark and circulation area. Among the buildings in the compound, the Western JPO Married Quarters block originally had 104 units and is one of the sites involved under the project "Purchase of surplus Home

/Ownership

Ownership Scheme flats for reprovisioning departmental quarters for the disciplined services” (Public Works Programme (PWP) **50JA**)².

6. In accordance with the requirements under **50JA**, HKPF vacated the Western JPO Married Quarters block in June 2006 so that the Architectural Services Department (ArchSD) could arrange demolition to vacate the site for other uses. In December 2006, ArchSD advised that the Western JPO Married Quarters block was a supporting structure of the retaining wall at Queen’s Road West. As the retaining wall retained a portion of Queen’s Road West, the demolition of the Western JPO Married Quarters block will displace the holding structure of the retaining wall, causing danger to the public. In January 2007, the Lands Department (LandsD) advised that it would not take over a site with existing buildings. LandsD further advised that the site was considered not suitable for land disposal and would be deleted from the Master List of Potential Land Sale Sites. During 2009 to 2011, ArchSD engaged a consultant for providing further suggestions on improving the retaining wall, such that the Western JPO Married Quarters block could be demolished alone. Upon completion of the consultancy study, ArchSD pointed out that demolishing the Western JPO Married Quarters block alone would be complicated and not cost-effective. Such works would also significantly affect the traffic in the vicinity of Queen’s Road West and Pok Fu Lam Road during the construction period. Due to the above reasons, the quarters block shall be demolished in tandem with the redevelopment of the site. Accordingly, the costs relating to the demolition of the Western JPO Married Quarters block will be charged under the current PWP (i.e. **73JA**) instead of **50JA**.

7. Since late 2008, various government departments had studied and maintained communication regarding the use of the Western JPO Married Quarters site in order to make gainful use of it. Departments had studied different options having regard to various technical issues including the retaining wall problem, ascertaining area demand, building height requirement and facilities involved etc. However, as there were a number of complicated matters that needed to be resolved, no development plan for the site had been decided.

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² In July 2004, **50JA** “Purchase of surplus Home Ownership Scheme flats for reprovisioning departmental quarters for the disciplined services” was upgraded to Category A at an approved project estimate of \$3,005.4 million in MOD prices. The project involves the purchase of 4 304 surplus Home Ownership Scheme flats and reprovisioning of the departmental quarters for the disciplined services at 15 sites. Among the 15 departmental quarters sites involved in the project, eight sites were police quarters sites and seven of them have already been returned to the LandsD, except for the currently vacant Western JPO Married Quarters block.

8. In 2014, the Security Bureau (SB) conducted a review on existing disciplined services' premises with a view to increasing the supply of DQs. As there have not been any suitable development plan for the site while the shortage of JPO married quarters remained severe, HKPF proposed to redevelop the site as JPO married quarters. In early 2015, SB's policy support was obtained. Support of Central and Western District Council (C&W DC) for the redevelopment proposal was further sought in 2016. In early 2017, the project scope of the redevelopment was finalised. ArchSD then commenced a study in redeveloping the site into DQs to alleviate the shortage of JPO married quarters with the technical feasibility study completed in August 2017.

9. The Inspectorate Quarters block, which is situated adjacent to the Western JPO Married Quarters block, is not a site under **50JA**. The Inspectorate Quarters block, originally had 16 units, locates very closely to the main building of WPS without any dividing wall in between. In light of the growing service needs of HKPF, the operational facilities of WPS have become insufficient. During 1996 to 2006, with the approval of relevant government authorities, HKPF converted six units of the Inspectorate Quarters into police station facilities (including changing rooms, a night duty room and a fitness room), while the remaining ten units continue to be quarters.

10. As at 1 May 2021, HKPF had a shortfall of more than 3 400 DQ units and the shortfall rate was around 23%. The waiting time for JPO married quarters is around five years. In light of this, to overcome the aforementioned constraints of the site and various engineering and technical difficulties, and to fully utilise the development potential of the site, HKPF proposes to include the Inspectorate Quarters block in addition to the vacant Western JPO Married Quarters block in the scope of the redevelopment and reprovisioning project. By doing so, further deterioration in the shortfall of JPO married quarters can be alleviated and the maintenance cost of the old buildings could be saved. The redevelopment plan will also help improve the environment in the vicinity of the WPS. The redevelopment plan will adopt Modular Integrated Construction (MiC) method to enhance construction efficiency. The Government understands JPOs' concerns about the shortfall in DQs and has been actively exploring various options to increase the supply of departmental quarters subject to the availability of resources.

11. Amidst various site constraints considerations, the development potential for both domestic and non-domestic portion of the site have been fully utilized to include ancillary facilities of DQs (such as a management office and a carpark), ancillary facilities of WPS and PPRB at podium and basement of the development to cope with the growing operational and service demand in light of social change. In particular, PPRB has been actively utilizing different social media platforms to strengthen communication and interaction with various parties in the society. With the growing demand on PPRB's service, there is a need for expansion and hence identified this project as one of the venues to alleviate the insufficiency of its office premises and facilities.

FINANCIAL IMPLICATIONS

12. We estimate the cost of the project to be \$2,020.0 million in MOD prices, broken down as follows –

	\$ million (in MOD prices)
(a) Site works	8.2
(b) Demolition ³	18.3
(c) Piling ⁴	168.6
(d) Basement ⁵	147.0
(e) Building ⁶	1,118.6
(f) Building services ⁷	281.9
	/(g)

³ Including the demolition cost of the Western JPO Married Quarters block and Inspectorate Quarters block. The demolition cost of Western JPO Married Quarters will be charged to **73JA** (i.e. the current PWP) instead of **50JA**.

⁴ Piling works cover construction of piles and all related works including tests and monitoring.

⁵ Basement works cover construction of basement enclosure, waterproofing, excavation works and retaining wall at Queen's Road West.

⁶ Building works cover construction of substructure and superstructure of the building.

		\$ million
		(in MOD prices)
(g)	Drainage	9.0
(h)	External works	19.4
(i)	Additional energy conservation, green and recycled features	8.6
(j)	Temporary reprovisioning of facilities of WPS	4.6
(k)	Temporary structure in APS	24.2
(l)	Furniture and equipment (F&E) ⁸	18.3
(m)	Consultants' fees for	5.6
	(i) contract administration	4.3
	(ii) management of resident site staff (RSS)	1.3
(n)	Remuneration of RSS	4.1
(o)	Contingencies	183.6
	Total	<u>2,020.0</u>

13. We propose to engage consultants to undertake contract administration and site supervision of the project. A detailed breakdown of the estimate for consultants' fees and RSS costs by man-months is at **Enclosure 4**. The construction floor area (CFA) of the project is about 50 100 m². The estimated construction unit cost, represented by the building and building services costs, is \$27,954 per m² of CFA in MOD prices. We consider this unit cost comparable to that of similar projects built by the Government.

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⁷ Building services works cover electrical installations, ventilation and air-conditioning installation, fire services installation, lift installation and other miscellaneous installations.

⁸ The estimated cost is based on an indicative list of F&E required.

14. Subject to funding approval, we plan to phase the expenditure as follows –

Year	\$ million (in MOD prices)
2021 – 22	2.1
2022 – 23	21.9
2023 – 24	92.2
2024 – 25	145.2
2025 – 26	190.5
2026 – 27	425.3
2027 – 28	691.6
2028 – 29	159.6
2029 – 30	120.9
2030 – 31	92.7
2031 – 32	78.0
	<hr style="width: 20%; margin: auto;"/> 2,020.0 <hr style="width: 20%; margin: auto;"/>

15. We have derived the MOD estimates on the basis of the Government's latest set of assumptions on the trend rate of change in the prices of public sector building and construction output for the period 2021 to 2032. We will deliver the construction works through a design and build contract and award the contract on a lump-sum basis as the scope of the works can be clearly defined in advance. The contract will provide for price adjustment.

16. We estimate the annual recurrent expenditure arising from this project to be \$20.2 million.

PUBLIC CONSULTATION

17. HKPF briefed the C&W DC on several occasions about the redevelopment plan. HKPF briefed C&W DC in 2016 on its intention to pursue the redevelopment plan during the early planning stage. C&W DC expressed support to the proposed redevelopment of police quarters and urged for an early implementation of the works to better utilise the site.

18. Subsequently, the Government submitted an application for planning permission under Section 16 of the Town Planning Ordinance (Cap. 131) to the Town Planning Board (TPB) in January 2019 for minor relaxation of the building height restriction of the site from 80 metres above Principal Datum (mPD) to 104 mPD, with a view to taking forward the construction of three new JPO quarters blocks to provide 540 units and the reprovisioning of supporting facilities of WPS. As the proposed quarters and facilities are considered as ancillary facilities of WPS, they are always permitted under the “G/IC” zone and no separate planning permission is required. The public could inspect the relevant information of the planning application during its statutory publication period (that is, between January and May 2019). The relevant TPB documents are available at the TPB’s website for public inspection.

19. Matters related to the quarters site were discussed at the full council meeting of C&W DC again on 7 March 2019. Afterwards, the minutes of the meeting were submitted to TPB for its members’ reference. While noting the requests and need from C&W DC’s for community and public facilities, HKPF considered that it was not suitable to incorporate any community or public facilities into the redevelopment, as the relevant quarters site was situated within the boundary of WPS, having regard to considerations of security and the operational efficiency of WPS. HKPF submitted supplementary information to TPB between March and May 2019, elaborating the major considerations of the redevelopment plan including site constraints, security and operational needs of WPS. After deliberation, the Metro Planning Committee of TPB approved the application for the minor relaxation of the building height restriction of the site to 104 mPD on 17 May 2019.

20. Upon TPB's approval and in accordance with relevant procedures, HKPF issued a consultation paper on the redevelopment plan to the C&W DC in May 2020, with further elaboration of the afore-mentioned considerations and details.

21. We consulted the Legislative Council Panel on Security on the project on 4 May 2021. Members had no objection to the project and the submission of its funding application to the Public Works Subcommittee. Members were mainly concerned on the work done by the Government from 2012 to 2017 and the shortage of DQs. Details have been provided in paragraphs 8 and 10 above.

ENVIRONMENTAL IMPLICATIONS

22. The project is not a designated project under the Environmental Impact Assessment Ordinance (Cap. 499). We conducted a Preliminary Environmental Review (PER) for the project in January 2019. The PER concluded and the Director of Environmental Protection agreed that the project would not cause long-term adverse environmental impacts. We have included in the project estimate the cost to implement the recommended environmental mitigation measures.

23. At the planning and design stages, we have considered measures to reduce the generation of construction waste where possible (e.g. using metal site hoardings and signboards so that these materials can be recycled or reused in other projects). In addition, we will require the contractor to reuse inert construction waste which is generated during new building construction (e.g. use of excavated materials for filling within the site) on site or in other suitable construction sites as far as possible, in order to minimise the disposal of inert construction waste at public fill reception facilities (PFRFs)⁹. We will encourage the contractor to maximise the use of recycled or recyclable inert construction waste, and the use of non-timber formwork to further reduce the generation of construction waste.

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⁹ PFRFs are specified in Schedule 4 of the Waste Disposal (Charges for Disposal of Construction Waste) Regulation (Cap. 354N). Disposal of inert construction waste at public fill reception facilities requires a licence issued by the Director of Civil Engineering and Development.

24. At the construction stage, we will require the contractor to submit for approval a plan setting out the waste management measures, which will include appropriate mitigation means to avoid, reduce, reuse and recycle inert construction waste. We will ensure that the day-to-day operations on site comply with the approved plan. We will require the contractor to separate the inert portion from non-inert construction waste on site for disposal at appropriate facilities. We will control the disposal of inert construction waste and non-inert construction waste at PFRFs and landfills respectively through a trip-ticket system.

25. We will incorporate into the works contract the mitigation measures to control noise, dust and site run-off impact arising from the construction works to within established standards and guidelines. These measures include the use of silencers, mufflers, acoustic lining or shields and the building of barrier wall for noisy construction activities, frequent cleaning and watering of the site, the provision of wheel-washing facilities to prevent dust nuisance, and proper treatment of site run-off to avoid illegal effluent discharge.

26. We estimate that the project will generate in total about 105 200 tonnes of construction waste including construction waste generated when constructing new building and reinstating places affected by the works. Of these, we will reuse about 650 tonnes (0.6%) of inert construction waste on site and deliver 98 130 tonnes (93.3%) of inert construction waste to PFRFs for subsequent reuse. We will dispose of the remaining 6 420 tonnes (6.1%) of non-inert construction waste at landfills. The total cost for disposal of construction waste at PFRFs and landfill sites is estimated to be \$8.3 million for this project (based on an unit charge rate of \$71 per tonne for disposal at PFRFs and \$200 per tonne at landfills as stipulated in the Waste Disposal (Charges for Disposal of Construction Waste) Regulation (Cap. 354N)).

HERITAGE IMPLICATIONS

27. This project will not affect any heritage site, i.e. all declared monuments, proposed monuments, graded historic sites or buildings, sites of archaeological interest and government historic sites identified by the Antiquities and Monuments Office.

/LAND

LAND ACQUISITION

28. The project, which will take place within the boundary of the WPS, does not require any land acquisition.

ENERGY CONSERVATION, GREEN AND RECYCLED FEATURES

29. This project will adopt various forms of energy efficient features and renewable energy technologies including –

- (a) heat energy reclaim of exhaust air; and
- (b) photovoltaic system.

30. For greening features, we will provide vertical greening as well as planting areas for environmental and amenity benefits.

31. For recycled features, we will adopt rainwater harvesting system for landscape irrigation purpose with a view to conserving water.

32. The total estimated additional cost for adoption of the above features is around \$8.6 million (including around \$0.8 million for energy efficient features), which has been included in the cost estimate of this project. The energy efficient features will achieve 5.5% energy savings in the annual energy consumption with a payback period of about eight years.

BACKGROUND INFORMATION

33. We upgraded **73JA** to Category B in September 2017. We engaged consultants to undertake various services, including geotechnical assessment, site investigation, layout design, traffic study, asbestos survey, Section 16 planning application and quantity surveying services for tender documentation, at a total cost of about \$5.5 million. The services and works by the consultants were funded under block allocation **Subhead 3100GX** “Project feasibility studies, minor investigations and consultants’ fees for items in Category D of the Public Works Programme”. The geotechnical assessment, site investigation, layout design and Section 16 planning application have been completed.

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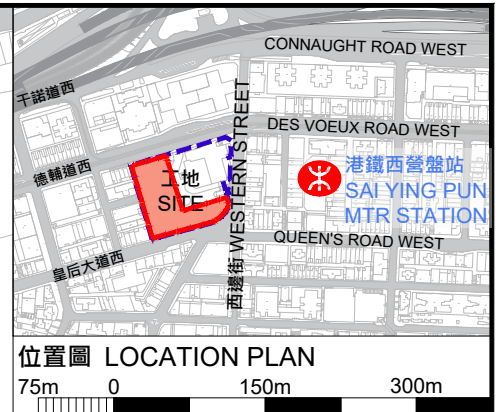
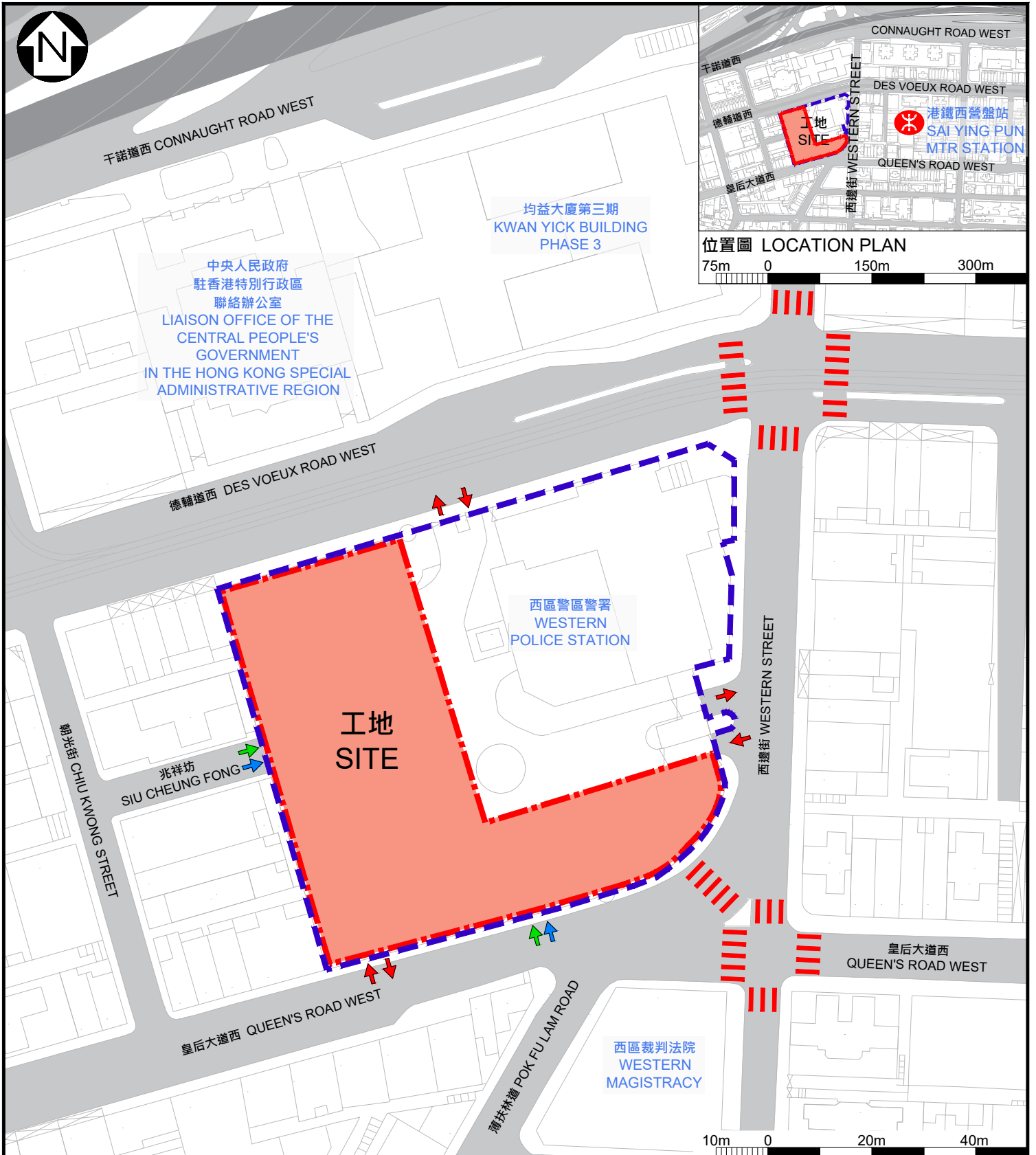
34. Of the 41 trees within the project boundary, 8 trees will be retained, 4 trees will be replanted within the project site and 29 trees which are not important trees¹⁰ will be felled. We will incorporate planting proposals as part of the project, including 34 trees, 4 000 shrubs and 2 000 groundcovers.

35. We estimate that the proposed works will create about 430 jobs (400 for labourers and 30 for professional or technical staff) providing a total employment of 11 550 man-months.

Security Bureau
June 2021

¹⁰ “Important trees” refer to trees in the Register of Old and Valuable Trees, or any other trees that meet one or more of the following criteria –

- (a) trees of 100 years old or above;
- (b) trees of cultural, historical or memorable significance e.g. Fung Shui trees, trees as landmark of monastery or heritage monument, and trees in memory of important persons or events;
- (c) trees of precious or rare species;
- (d) trees of outstanding forms (taking account of overall tree sizes, shapes and any special features) e.g. trees with curtain like aerial roots, trees growing in unusual habitat; or
- (e) trees with trunk diameter equal to or exceeding 1.0 metre (m) (measured at 1.3 m above ground level), or with height/canopy spread equal or exceeding 25 m.



圖例 LEGEND

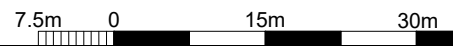
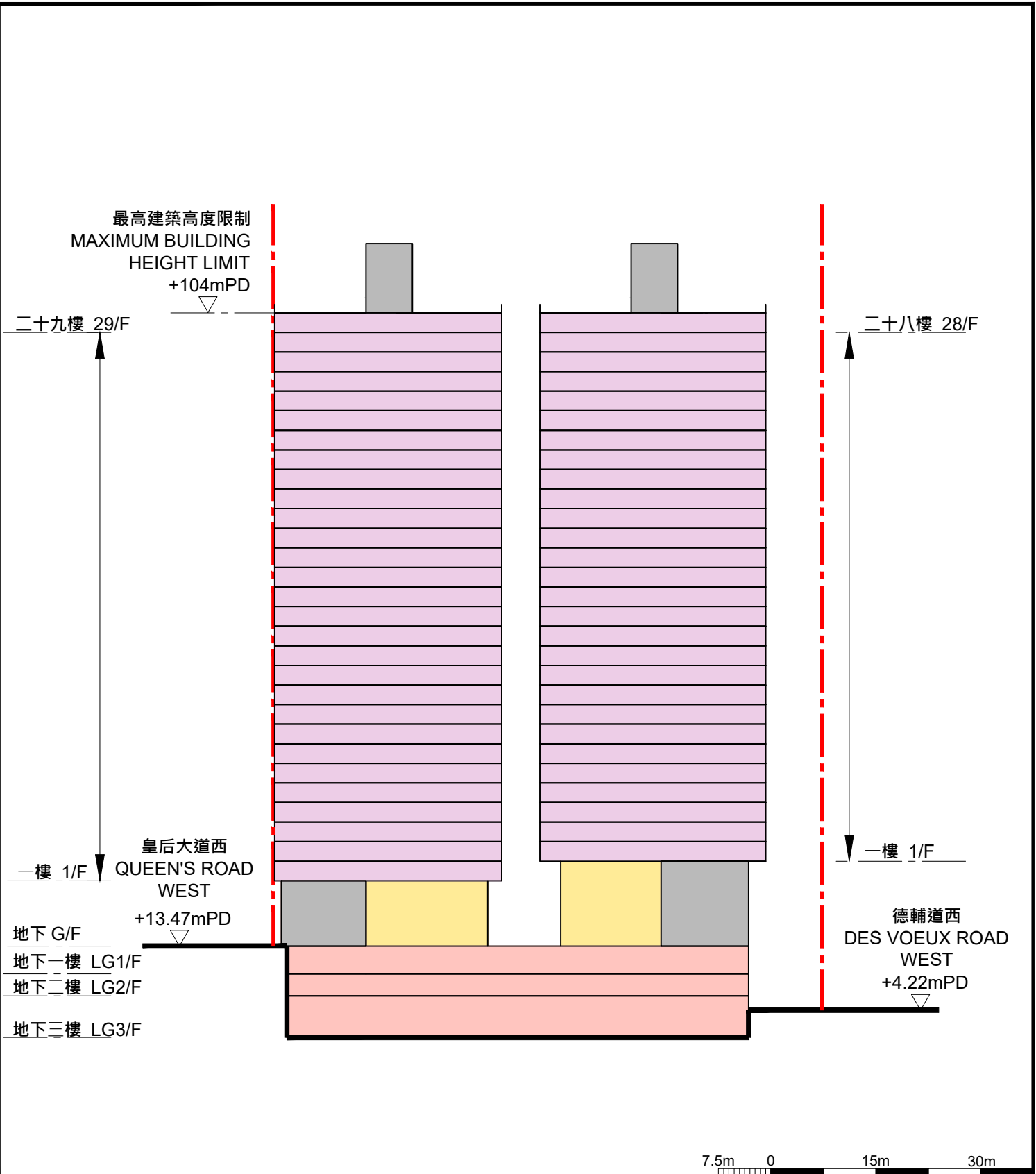
- - - 工地界線
SITE BOUNDARY
- - - 西區警區警署範圍
WESTERN POLICE STATION AREA
- ↑ 車輛出入口
VEHICULAR INGRESS / EGRESS
- ↑ 行人出入口
PEDESTRIAN ENTRANCE / EXIT
- ↑ 無障礙出入口
BARRIER-FREE ENTRANCE / EXIT
- |||| 現有行人過路處
EXISTING AT-GRADE PEDESTRIAN CROSSING

工地平面圖
SITE PLAN

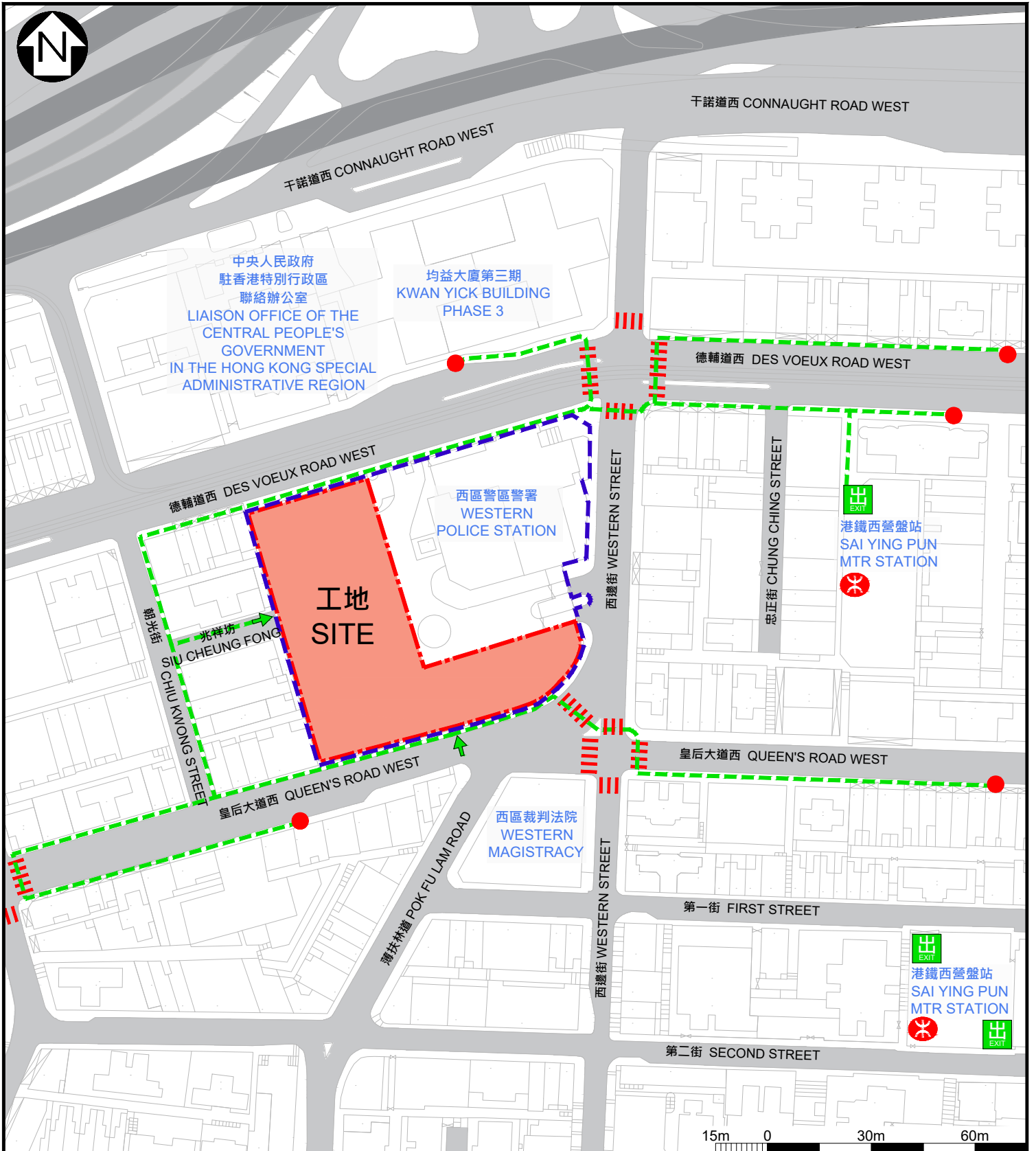
73JA
西區已婚警務人員宿舍重建計劃
REDEVELOPMENT OF WESTERN POLICE MARRIED
QUARTERS SITE







ARCHITECTURAL
SERVICES
DEPARTMENT 建築署



<p>圖例 LEGEND</p> <p> 工地界線 SITE BOUNDARY</p> <p> 宿舍單位 QUARTERS UNIT</p>	<p> 公用地方 COMMON AREA</p> <p> 警務設施 POLICE FACILITIES</p>	<p> 機房 PLANT ROOM</p>
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圖例 LEGEND

- | | | |
|----------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
|  工地界線
SITE BOUNDARY |  無障礙通道
BARRIER-FREE ACCESS |  無障礙出入口
BARRIER-FREE ENTRANCE / EXIT |
|  西區警區警署範圍
WESTERN POLICE STATION AREA |  現有巴士站
EXISTING BUS STOP |  現有港鐵站出入口
EXISTING MTR STATION ENTRANCE / EXIT |
| |  現有行人過路處
EXISTING AT-GRADE PEDESTRIAN CROSSING |  現有港鐵站
EXISTING MTR STATION |

無障礙通道平面圖
PLAN OF BARRIER-FREE ACCESS

73JA
西區已婚警務人員宿舍重建計劃
REDEVELOPMENT OF WESTERN POLICE MARRIED QUARTERS SITE



ARCHITECTURAL SERVICES DEPARTMENT 建築署

Enclosure 4 to PWSC(2021-22)22

73JA – Redevelopment of Western Police Married Quarters site

Breakdown of the estimate for consultants’ fees and resident site staff costs (in September 2020 prices)

			Estimated man- months	Average MPS* salary point	Multiplier (Note 1)	Estimated fee (\$ million)
(a)	Consultants’ fees	Professional	–	–	–	1.6
	for contract administration (Note 2)	Technical	–	–	–	1.6
					Sub-total	3.2#
(b)	Resident site staff	Professional	–	–	–	-
	(RSS) costs (Note 3)	Technical	82	14	1.6	4.0
					Sub-total	4.0
Comprising -						
(i)	Consultants’ fees for management of RSS					1.0#
(ii)	Remuneration of RSS					3.0#
					Total	7.2

* MPS = Master Pay Scale

Notes

1. A multiplier of 1.6 is applied to the average MPS salary point to estimate the cost of RSS supplied by the consultants (as at now, MPS salary point 14 = \$30,235 per month).
2. The consultants’ fees for contract administration are calculated in accordance with the existing consultancy agreement for provision of contract administration and site supervision of **73JA**. The assignment will only be executed subject to the Finance Committee’s funding approval to upgrade **73JA** to Category A.
3. The consultants’ fee and staff cost for site supervision is based on the estimate prepared by the Director of Architectural Services. We will only know the actual man-months and actual costs after completion of the construction works.

Remarks

The cost figures in this Enclosure are shown in constant prices to correlate with the MPS salary point of the same year. The cost figures marked with # are shown in money-of-the-day prices in paragraph 12 of the main paper.